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ABSTRACT

This report charts a vision for preparing California teachers for the 21st century. The report is an adaptation of the national framework found in the Association of Teacher Educators' report, "Restructuring the Education of Teachers." Recognizing that learning to be an effective teacher is a developmental process, the report is organized around the following professional development continuum areas: (1) improving recruitment, selection, and support; (2) strengthening initial teacher preparation; (3) facilitating successful entry into the profession; (4) increasing the capacity for continuing professional development; and (5) expanding and employing the research base and achieving accountability. For each professional development area, the report outlines a goal, issues, and initial actions. A prologue identifies the challenging context in which restructuring teacher education must take place and reviews curricular reforms. (JDD)

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*Blue Ribbon Commission on The Future of Teacher Education in California of the State of California Association of Teacher Educators (SCATE)*

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# EDUCATION AS AN ALL COMMUNITY RESPONSIBILITY: A PROPOSAL FOR RESTRUCTURING CALIFORNIA TEACHER EDUCATION

*Blue Ribbon Commission on*
*The Future of Teacher Education in California*
*of the State of California Association of Teacher Educators (SCATE)*

## PREFACE AND ACKNOWLEDGEMENTS

This report was prepared by the Blue Ribbon Commission on the Future of Teacher Education in California appointed in 1992 by the State of California Association of Teacher Educators (SCATE) President, Robert Roth. The impetus for this report came from the recognition that Senate Bill 1422 (Bergeson, 1992) is a window of opportunity because it encourages ***collaborative, longitudinal, integrated, and authentic actions***.

The purpose of this report is to chart a vision for preparing teachers for the 21st Century. In recognition that learning to be an effective teacher is a developmental process, the Blue Ribbon Commission has organized the report around the following ***professional development continuum*** areas:

I. ***Improving recruitment, selection, and support;***
II. ***Strengthening initial teacher preparation;***
III. ***Facilitating successful entry into the profession;***
IV. ***Increasing the capacity for continuing professional development; and***
V. ***Expanding and employing the research base and achieving accountability.***

The Blue Ribbon Commission adapted to California the national framework found in the Association of Teacher Educators' report,

*Restructuring the Education of Teachers* (1991). The purpose of this umbrella structure is to capture the issues and concerns heard from teacher educators at professional meetings in Southern and Northern California during 1992-1993 and to propose systemic actions that are needed.

The members of the SCATE Blue Ribbon Commission on the Future of Teacher Education in California worked diligently throughout 1992-1993 to develop this report. The goal was to provide a structure from which further restructuring discussions could occur. The discussions in the Blue Ribbon Commission were enhanced by the variety of teacher educator viewpoints represented by the following members of the Blue Ribbon Commission:

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|---|---|
| Carol Barnes | *California State University, Fullerton* |
| Brenda Beal | *Humboldt State University* |
| Allyson Handley | *National University* |
| Francisco Hidalgo | *California State University, San Bernardino* |
| Ruben Ingram | *Fountain Valley School District* |
| June Lemke | *University of Redlands* |
| John McLevie | *Commission on Teacher Credentialing* |
| Thomas Nagel | *San Diego State University* |
| Jean Ramage | *California State University, San Bernardino (Chair)* |
| Robert Roth | *California State University, Long Beach* |

During 1992-93, the Commission was wisely advised by the SCATE Board of Directors. The SCATE Board of Directors adopted the Blue Ribbon Commission Report in October, 1993, as their position on restructuring teacher education. This document is viewed as a framework from which input will be sought and actions will be taken.

*EXECUTIVE SUMMARY*

# TEACHER EDUCATION AS AN ALL COMMUNITY RESPONSIBILITY: A PROPOSAL FOR RESTRUCTURING CALIFORNIA TEACHER EDUCATION

*Blue Ribbon Commission on*
*The Future of Teacher Education in California*
*of the State of California Association of Teacher Educators*
*(SCATE)*

The SCATE Blue Ribbon Commission recommends that the restructuring of teacher education be organized around the following ***professional development continuum***:

I. ***Improving recruitment, selection, and support;***
II. ***Strengthening initial teacher preparation;***
III. ***Facilitating successful entry into the profession;***
IV. ***Increasing the capacity for continuing professional development; and***
V. ***Expanding and employing the research base and achieving accountability***

The underlying assumption is preparing *teacher leaders* requires a reciprocal relationship between teacher education and the community served. This reciprocal interaction recognizes that becoming a teacher leader is a developmental process. The following **goals and actions** are recommended so that California can prepare teacher leaders.

## I. Improving Candidate Recruitment, Selection, and Support

***Goal***—*Provide a system of support services for prospective teachers. The system should involve educators and community leaders. This will*

*ensure that recruitment efforts result in a teaching force which reflects a cross section of the community and that mentoring of prospective teachers is realistic.*

***Initial Actions***—Teacher educators and K-12 schools personnel need to work together to develop and implement a *system of support.* Prospective teachers need to be identified as early as possible. For some this means guidance to entering a college preparatory class. For others this means guidance in exploring teaching as a second career. Every teacher education program should have as a minimum the following elements:

***Recruitment Programs.*** These programs need to assure that teacher candidates represent diverse ethnic, cultural, linguistic, gender, and age groups, especially for high demand areas such as math, science, special education, and bilingual education.

***Support System.*** A *student support system* needs to be developed that includes recruitment, admissions, advising, retention, career planning, job placement, and program evaluation.

***Financial Support.*** To assure that financial barriers are not keeping individuals from entering teaching fields, scholarships, tuition waivers, forgivable loan programs, and other support programs need to be developed and coordinated. This is particularly important in attracting and retaining a diverse and qualified teaching force.

## II. Strengthening Initial Teacher Preparation

*Goal—Teacher educators will, after seeking community input, design and operate programs to prepare professional teachers who are ready to meet the challenges found in today's schools and society.*

***Initial Actions***—In order **to improve the initial preparation of teachers** there must be collaboration among state government, universities, schools, and the community. Their mutual goal is to implement the following:

***Flexibility.*** Review the question of **who** should ultimately determine the format and curriculum through which teachers are prepared, and make revisions in regulation as needed.

***Standards.*** Collaborate on developing more flexible standards that can be reflected in the teacher education programs in different ways.

***Program Revision.*** Assist programs in developing integrated approaches to the education of new and experienced teachers.

***Accountability.*** Assist teacher education programs in developing outcome measures that are related to the assumptions and principles of their program model and the state standards.

### III. Facilitating Successful Entry into the Profession

***Goal***—*Beginning teachers will develop a positive professional identity within a structure of continuing support from both educational and community constituencies.*

***Initial Actions***—The actions needed require the mutual efforts of those in state government, the universities, schools, and in the community to focus on accomplishing the following:

***Beginning Teacher Support and Assessment.*** Develop support systems within the school districts for all beginning teachers which include the following elements: carefully selected initial assignments; opportunities for decision making coupled with autonomy, regular, clear feedback from mentors with specific suggestions but without any evaluative component; regular feedback from administrators; opportunities for observations of and discussion with experienced colleagues; and clearly stated and communicated schoolwide rules for student behavior.

***Collaboration.*** Develop relationships between universities and school districts to support induction programs and provide continued feedback to teacher educators about the needs of beginning teachers.

### IV. Increasing the Capacity for Continuing Professional Development

***Goal***—*Schools, professional organizations, colleges and universities, and the community will develop a system of professional growth to enhance the leadership qualities of teachers. The system will also encourage them to deliver high quality instruction and educational services.*

*Initial Actions*—The actions needed require the mutual efforts of those in state government, the universities, in schools, and in the community to focus on accomplishing the following:

***Collaborative Planning About Continuing Professional Development.*** Bring together representatives of school districts, county offices, universities, state government agencies, and public representatives to focus on pupil, school, and society needs that could be better met if educators were empowered to make needed changes.

***Develop Continuing Professional Development System.*** Develop a Continuing Development System that meets individual school needs, draws upon regional and state resources, and is up-to-date in didactic and pedagogical content.

***Fiscal.*** Design a plan to effectively utilize limited funds by coordinating available expertise in schools, universities, communities, and the private sector.

## V. Expanding and Employing the Research Base and Achieving Accountability

*Goal—Research in the education of teachers will be fostered and responsible professionals will ensure that teacher education programs and the evaluation of teachers are based on that research.*

*Initial Actions*—The required actions need the mutual efforts of those in state government, the universities, the schools, and the community to focus on accomplishing the following:

***Program Development.*** Drawing upon the example of the Beginning Teacher Support and Assessment Project, other key teacher education areas need to have refined research projects developed among local schools, county offices of education, and the colleges and universities. For example, what are the most effective ways to prepare monolingual teachers to work with students whose native language is not English?

***Student Accountability.*** A review of the accountability processes needs to be undertaken to assure that useful and up-to-date accountability processes are in place.

**State Accreditation System**. The proposed state accreditation/ program approval process needs to be finalized and put in place.

## PROLOGUE: CONTEXT AND REFORM

*What great hopes Americans have placed in formal education. What a stirring faith in children and in the possibility of universal intellectual improvement.*

*Among Schoolchildren*
Tracy Kidder, 1989, p. 299

Since the 1983 publication of *A Nation At Risk* by the National Commission on Excellence in Education, educational reform efforts have brought together teachers, administrators, board members, university faculty, business and industry leaders, professional organization leaders, and other concerned citizens to enhance the education of children and youth. California has been paralleling the national changes—sometimes in the lead, sometimes held back by structural and fiscal barriers. The recent development of the Accreditation Framework and the passage of Senate Bill 1422 (SB 1422) offer a focus for restructuring teacher education in California.

Restructuring teacher education will take place within a **context** that is challenging, but is poised for change. To date, statewide efforts have focused primarily on K-12 **curricular reforms**. Very little focus has been put on restructuring elementary or secondary teacher preparation programs. However, there is a growing recognition that these teacher preparation programs need to reflect the changing teaching and learning paradigms.

**Context.** The context in which these change efforts are occurring greatly influences what is taking place. Although there are increasing fiscal constraints, there is also an increasing need for change. For example, we must meet the needs of a more demographically diverse population and a more informationally complex society. We must prepare a work force that has technological as well as literacy skills. In the 1950s, about half the population did not complete high school, yet managed to function suitably in an industrial environment. Today, the 25 percent who do not graduate from high school, or who lack the requisite skills, are in trouble.

California's sociocultural context is more complex than most other states. The population is more diverse and mobile. The immigrants

are more international. The living standards are more resource demanding. More than 25 percent of California youngsters live in poverty, up from 15 percent just a few years ago. Most schools are funded modestly in comparison to the herculean task of educating children and adults for the future.

The California student population is expected to be seven million students by 2001. The student body will be even more diverse. Today 54 percent of K-12 students belong to ethnic minority groups, with Hispanics/Latinos accounting for 33 percent of the school population (Intersegmental Coordinating Council, 1993). One out of every six children in elementary schools were born in another country. Today there are over 100 languages represented in the schools in California. Overall, some 20 percent of today's students are classified as non English language speakers, and 29 percent of kindergartners learn English as a second language.

Yet, California has only 16,000, or about one-third the total number of certificated teachers needed to provide basic services to students for whom English is a second language. While 75 percent of these children speak Spanish, there is an increasing diversity of languages and cultures. The number of students with English as a second language is expected to grow to over two million within ten years.

Educating children and youth today has extended beyond the standard subject areas once considered the province of the public school system. Teachers have been mandated to instruct students about moral values, ethics, sex education, ecology, consumer rights, AIDS awareness, tobacco and alcohol abuse, and other issues formerly within the domain of family life. Such tasks became functions of the schools due to problems in society that are not adequately resolved by more traditional influences of the family, churches, community, or social agencies. In addition, teachers face the challenge of students with special needs, as well as those whose primary language is not English. What were once specialized professional skills are now core professional skills.

The context in which change must take place is challenging; but with the opportunity offered by the new accreditation framework and the restructuring mandate in SB 1422, professionals now have an

opportunity to recommend long overdue reforms that impact the education of elementary and secondary school teachers.

**Curricular Reforms**. An important focus of the California educational reform movement has been on K-12 curricular change. The new curricular frameworks stress student understanding, student engagement, and student outcomes. The frameworks reflect the shifting paradigm, based on a solid research base, that includes the following components:

- critical thinking and conceptual understanding;
- problem-solving based on real-life problems;
- meaning-centered rather than memorization-oriented learning opportunities;
- active learning and activity-based instruction;
- active learning and activity-based opportunities;
- contextualized learning which makes connections to students' experiences;
- collaborative learning in groups; and
- interdisciplinary learning.

These changes are reflected in new curricula in English-language arts, foreign language, health, history-social science, mathematics, physical education, science, and the visual and performing arts disciplines. Not only has the content been updated, but the curricula are more integrated and holistic. There is a new recognition that pupils also need support from integrated teams of teachers, counselors, psychologists, social workers, and other specialists.

One of the major goals of the revision has been to enhance the degree to which students assume responsibility for their own learning. The frameworks are part of an invigorating movement that stresses student cognition and personal responsibility for learning. Students are to participate more directly in decisions that affect the content and format of their learning.

The K-12 reforms support a hopeful orientation and encourage educators to recognize the potential of students heretofore considered deficient (i.e., limited-English speakers, *at-risk*). Tracking based on so-called *ability* is an anachronism in such an orientation. With up-to-date curricula and teaching strategies, most students can learn in the

regular classroom. An increasing number of special education students in California are now integrated into regular classrooms. This is effective if students—and teachers—receive the appropriate support and related services.

Higher education is just beginning to review its curriculum in terms of the new learning paradigms. To improve the preparation of teachers, the curricular redesign must include general studies, specialty studies, and professional studies. The redesign will need to take into account the relationship of higher education curricula to the California K-12 standards, as well as assuring that the curricular content and pedagogy prepare new teachers to meet professional standards.

Parallel to the reforms in K-12 are two major challenges facing teacher educators to adequately prepare the teachers of tomorrow and to amplify the skills of experienced teachers. The goal is to have more learning-based instruction and collaborative decision-making to better meet the technological and societal demands.

Policymakers, education leaders, teacher educators, and K-12 teachers have worked together to take on the demographic and contextual challenges. The next step is to team up with parents, community leaders, agencies, and government. The rhetoric about collaboration and comprehensive services must be taken seriously as improved education of teachers becomes the focus.

To assist in reviewing the *professional development continuum*, the following discussion of each area is in terms of *goals, issues, and systemic actions.*

# I.
# IMPROVING CANDIDATE RECRUITMENT, SELECTION, AND SUPPORT

### *Goal*

*Provide a system of support services for prospective teachers. The system should involve educators and community leaders. This will ensure that recruitment efforts result in a teaching force which reflects a cross section of the community and that mentoring of prospective teachers is realistic.*

### *Issues*

A vision for teacher education in California would be incomplete without an examination of what will be expected of teachers in the future. Tomorrow's teachers must have good academic knowledge and pedagogical skills, as well as effective strategies to assist students from different language and cultural backgrounds. The teacher of the future will need to be a human resource specialist able to relate community resources to needs of students and their families. Thus, the teacher of the future must be able to develop a high level of professional skill.

Most new California teachers complete their program at the postbaccalaureate level. This means that they often have no guidance in becoming a teacher throughout their undergraduate years. To assure that students who are culturally and linguistically diverse and capable, *recruitment plans* need to be developed and implemented. In developing such a plan, the following components need to be taken into account:

### *Recruitment Plan*

***Linkages and Articulation.***

1. How can schools and universities coordinate their resources to inspire school-age youth—particularly underrepresented members—to pursue a teaching career?

2. How can coordination be established between institutions at different levels so that prospective candidates are supported as they transfer to the next institution?

3. Since most community college freshmen who are members of minority groups never transfer to a four-year institution, what articulation agreements should be made between community colleges and four-year colleges to assure that a diverse representation of students transfer?

4. How can departments across campus work together to articulate an integrated continuum of study for prospective teachers and to identify and support them in their career objectives?

***Outreach, Recruitment, and Mentoring.***

1. What efforts can be implemented to attract students to high demand areas (e.g., special education, bilingual education, math, and science)?

2. How can nontraditional candidates be identified, supported, and prepared more effectively in response to their unique needs and talents?

3. Since the majority of minority college freshmen do not reach college graduation, what programs should be in place to assure that the pool of future teaches is as diverse as the community served?

4. How can teacher education faculty be encouraged to identify and mentor undergraduates for a teaching career?

***Selection and Retention.***

1. What are the standards which ought to be considered for selection of candidates into teacher education?

2. What is the best way to support a diverse pool of teaching candidates preparing for tests, interviews, and other screening processes?

3. How can quality standards be upgraded and at the same time redefined to capitalize on the skills of nontraditional teacher candidates?

4. How can teacher educators be encouraged to incorporate issues of equity into quality standards?

Recruitment plans must consider supply and demand. Those developing such plans should consult university faculty, school district personnel, state government personnel, and community leaders to determine demographic projections. The goal is to create a longterm system that would maximize recruitment efforts and provide a more

reliable supply of teachers whose community roots render them a more stable resource.

*Support*

The concept of *support* must become as pervasive as recruit-ment and selection efforts, and it must begin early. A *system of support* should include the following elements: recruitment, admissions, advising, retention, career planning, job placement, and program evaluation. Active involvement with future teachers is crucial. The following are examples of such activity:

1. Development of a network of junior and senior high school Future Educator Clubs and teaching-related activities.
2. Employment of education paraprofessionals whose requirements include college coursework.
3. Involvement of district teachers and administrators in community colleges and universities as lecturers and members of advisory boards.
4. Involvement of teachers and the educational community in structuring the general education and liberal studies curriculum for prospective teachers.
5. Development of articulation agreements between community colleges and universities.
6. Advisement and mentoring of undergraduates which are proactive by university faculty who serve on school-based advisory committees.
7. Peer mentors assisting lower division students with academic and social support as it relates to their goal of becoming teachers.
8. Involvement of community and business leaders in developing plans for recruitment, selection, and support processes.
9. Development of articulation plans among junior and senior high schools, community colleges, and universities to support student progress through these stages of development.

Similar elements are crucial to attracting and retaining minority and/or bilingual teacher candidates.

States with undergraduate teacher preparation programs have not resolved these issues either, but they do not share the gravity of the supply-and-demand and cultural understanding dilemmas that

California's population poses for schools. However, California may wish to examine the models from other states that encourage a diverse teaching force. For example, Dade County in Florida has made a commitment to develop Future Educators Clubs in middle and high schools and the State of South Carolina has a Teacher Recruitment Center based at Winthrop College which provides early experience and skill development through cross-age tutoring. These and other similar support systems assist by steering students of color into college qualifying courses and by easing their entry into two and four year colleges and universities.

### *Initial Actions*

Teacher educators and K-12 school personnel need to work together to develop and implement a system of support. Prospective teachers need to be identified as early as possible. For some this means guidance to enter a college preparatory class. For others this means guidance in exploring teaching as a second career. Every teacher education program should have as a minimum the following elements:

***Recruitment Programs.*** These programs need to assure that teacher candidates represent diverse ethnic, cultural, linguistic, gender and age groups, especially for high demand areas, such as math, science, special education, and bilingual education.

***Support System.*** A student support system needs to be developed that includes recruitment, admissions, advising, retention, career planning, job placement, and program evaluation.

***Financial Support.*** To assure that financial barriers are not keeping individuals from entering teaching fields, scholarships, tuition waivers, forgivable loan programs, and other support programs need to be developed and coordinated. This is particularly important in attracting and retaining a diverse and qualified teaching force.

*Goal I developed by Jean C. Ramage and Francisco Hidalgo, California State University, San Bernardino.*

# II.
# STRENGTHENING INITIAL TEACHER PREPARATION

### *Goal*

*Teacher educators will, after seeking community input, design and operate programs to prepare professional teachers who are ready to meet the challenges found in today's schools and society.*

### *Issues*

The initial preparation of teachers needs to be restructured to better serve the diverse student body within a society that is changing economically, socially, and technologically. Past policies have often led to highly prescribed teacher preparation programs. In developing more flexible and creative programs serious consideration needs to be given to important structural issues.

The Ryan Bill of the early 1970s created a number of new structures that now are inhibiting change. For example, why does California call their elementary and secondary credentials *multiple subject* [sic] and *single* subject? This is very confusing to people trying to find out about teacher preparation programs.

Another legacy of the Ryan legislation is the one year limit for the teacher preparation program. Instead of spending four or five years learning the art and science of being a professional educator, legislation restricts teacher preparation programs to one year. This means novice teachers have only *survival skills* rather than teaching expertise at the end of their teacher preparation programs in California. Such a restriction not only limits pedagogical skill development, but also cuts short their *gestation*, or reflection time.

The time restriction has also made it impossible to incorporate new and needed requirements into the teacher preparation programs. When Ryan legislation passed in the 1970s, few professionals or community leaders were aware that teachers would need to understand such specialized areas as special education, linguistics, and technology.

These and other requirements have been mandated, but initial preparation has still been constrained to one year. Often this new coursework is offered after the basic program has been completed. The end result is similar to a bungalow remodeled to accommodate a larger family without a cohesive architectural plan. The bungalow is still there, but now there are lean-tos and outbuildings tacked on in a somewhat random fashion.

Because California is not able to supply all the new teachers needed, new and experienced teachers from other states are entering California and applying their teaching skills and professional perspectives. These incoming teachers are often unfamiliar with the languages and cultures of their California students and many have had little exposure to the geographic, historical, and political contexts of their new communities. Thus, it will be necessary to include teachers new to California in induction efforts; that is, imported teachers need support and assessment.

The teacher shortage has also led to hiring individuals who are unprepared. This is especially true in such important areas as math, science, special education, and bilingual education. Too often these individuals are on emergency credentials, taking a collection of courses instead of being in a professional internship program. At present, school districts can set up alternative programs. Unfortunately, these programs are not required to be approved in the same way university programs are, so little is known about their effectiveness. These programs need to be approved under the same accreditation framework as the college/university based programs.

Some of the needed changes have begun to take place. The new accreditation framework and the SB 1422 call for a review of the elementary and secondary credentialing requirements are attempts to update policy related to teacher preparation processes. SB 1422 calls for the review of requirements for earning and renewing multiple and single subject teaching credentials with special references to the findings, conclusions, and recommendations of the reports on alternative routes to teacher certification and the new teacher support and assessment. The working panel will be composed of representatives from professional organizations, from the three segments of higher education (private, CSU, and UC), from school districts and county

offices of education, from the Commission on Teacher Credentialing, from the office of the Superintendent of Public Instruction, and others.

To take advantage of these windows of opportunity, it is useful to understand how past policies have been evolving. The Ryan Bill initiated the competency based system of accountability. Over the years these competencies became the center piece of the California program approval process. External reviewers came to campuses to verify that the highly prescribed competencies were met in each program. Missing from the formulation and review of these competencies was the theoretical and research bases that demonstrated that these competencies led to a successful whole teacher.

In 1985, the Common's Report recommended some major changes. The result has been that most credentials have replaced the rigid compliance competencies with professional standards. The Commission on Teacher Credentialing brought together panels of university and K-12 practitioners who collaboratively developed certification standards.

To complement the changes in the credentials, Senate Bill 148 (Bergeson, 1988) established the Accreditation Advisory Council to develop the new Accreditation Framework. The recent passage of Senate Bill 655 (Bergeson, 1993) puts the Accreditation Framework into law. The new California Accreditation Framework identifies common **standards** related to educational leadership, resources, faculty, evaluation, admissions advice and assistance, and school collaboration and field supervisors. These common standards relate to qualities expected in the unit. **Program standards** relate to program specific qualities, including knowledge and skills, curriculum, and field experiences. The new Accreditation Framework allows flexibility in choosing between five sets of the standards from which they wish to be judged. However, the flexibility in choosing standards will be reflected in teacher preparation programs only if the above structural barriers are removed.

The study established by SB 1422 provides an opportunity to change the structural barriers. This legislation encourages collaborative, longitudinal, integrated, and authentic actions. The Beginning Teacher Support and Assessment projects have begun to model this type of desired program development. Research findings from the beginning

teacher projects appear to be lending support to what nationally is being called *outcome based* programs. An example of outcome based standards are the following developed by the Chief State School Officers Council (1992):

- Teachers are committed to students and their learning.
- Teachers know the subjects they teach and how to teach those subjects to diverse learners.
- Teachers are responsible for managing and monitoring student learning.
- Teachers think systematically about their practice and learn from their experience.
- Teachers are members of learning communities.

Instead of a long list of unrelated competencies, the new outcome based approach reflects what we now know about the learning and teaching process. Outcome measures reflect that teaching combines knowledge and pedagogical skills. That teaching must be related to the context in which the teaching is taking place, taking into account values, attitudes and dispositions of teachers, students, and the community served.

Since there is a need to prepare teachers for a changing world, there is increasing evidence that teacher preparation programs need to be tied to direct practice. The development of *Professional Development Schools* can foster the type of collaboration among future teachers, new teachers, experienced teachers, and university faculty that can keep teacher preparation programs reality based. Programs jointly planned and run by universities and schools would be an asset for both. Meaningful internship programs should be developed. Professional development for new and experienced teachers could be delivered, and university faculty would have a built-in feedback mechanism to monitor the preparation of novice teachers.

The new Accreditation Framework and the panel reviews from SB 1422 can be utilized as the avenue for restructuring teacher education in California. However, unless structural barriers are removed, the restructuring will not have the intended impact.

### *Initial Actions*

In order **to improve the initial preparation of teachers** there must be collaboration among state government, universities, schools, and the community. Their mutual goal is to implement the following:

***Flexibility.*** Allow teacher preparation programs to develop innovative and responsive program formats and curriculum by removing structural rules and regulations which hamper the development of quality teacher education.

***Professional Standards.*** Collaborate on developing more flexible standards that can be reflected in outcome measures that relate to program model assumptions and principles.

***Accountability.*** Assure that the flexibility recently built into the new Accreditation Framework is maintained as the accreditation process is developed and implemented. Assure all teacher preparation programs, including district authorized alternative programs, go through an accreditation approval process.

***Program Revision.*** Assist programs in developing integrated approaches to the education of new and experienced teachers.

*Goal II developed by Thomas Nagel, San Diego State University.*

# III.
# FACILITATING SUCCESSFUL ENTRY INTO THE PROFESSION

### *Goal*

*Beginning teachers will develop a positive professional identity within a structure of continuing support from both educational and community constituencies.*

### *Issues*

Effective teaching is a developmental process that is the result of experience over time. It requires feedback, support, and self-confidence. Support can begin in the earliest years of school, but it is crucial during the college/university years and during the teacher preparation period. The profession is aware that supporting beginning teachers is also necessary, especially in California where most new teachers have only one year of concentrated teacher education instead of the usual four or five years in most other states.

Studies of today's schools point to the importance of an effective **teacher induction system** which should begin the moment the new teacher is hired. *Induction* is the term used to describe the orientation process through which a new teacher is introduced to the policies and culture of the school district, including the individual school, the staff, the curriculum, and the community. The term *new teacher* also applies to experienced teachers who are new to the school district. The term includes the large number of teachers from out-of-state. These teachers need to be included in induction programs.

A significant number of the two million new teachers who are entering our nation's schools during the 1990s are from California. These novices have been trained not only in California's public and private universities, but in teacher preparation programs across the nation. Overall, the California demographic profile of teachers is very similar to the national profile; that is, these new teachers are primarily white, 25 year old females who have come from suburban or rural settings.

Induction programs were started to stem the attrition of new teachers. Studies found that 26 percent of teachers left the profession within their first two years of teaching and 60 percent left within five years. The two most frequently cited reasons were accepting a higher paying job and an inability to cope with situations, including classroom management, student discipline, adjusting to the physical demands of teaching, and managing the instructional demands. Other problems cited include difficulties managing interpersonal relationships with parents and staff, the sacrifice of leisure time, and justification of work demands to others outside the work place.

The attrition rate in rural and small schools was even higher. Many schools had a 30 percent to 50 percent annual turnover, leading to a 100 percent turnover every three years. The major problems for new teachers in rural districts was adjusting to geographic isolation, population sparsity, and difficulty with *community fit* into lifestyle and expectations of the community.

In 1988, the California New Teacher Project (CNTP) began piloting methods of supporting and assessing new teachers. This led to the Beginning Teacher Support and Assessment Program (BTSA) in the 1992 passage of SB 1422. BTSA focuses on first and second year teachers. The projects are usually collaboratives between universities, county offices of education, and local school districts. The goal is to expand beyond the 1,100 teachers presently being served to all beginning teachers. The BTSA program clearly relates to mentoring programs in the schools because new teachers need good mentoring.

Research findings on induction programs are encouraging. In the CNTP program, 93 percent of urban teachers continued in their districts, a 70 percent increase; and in rural areas, 85 percent of the project's teachers continued in their districts. One program found that new teachers who participated in an induction program experienced less job stress, felt more effective as teachers and were more likely to continue in teaching.

The teacher induction literature describes methods that are successful. An essential element in successful programs is helping new teachers to become part of the educational team and the community. In rural districts this may mean dealing with life in a fish bowl, while in the suburban and urban areas this means dealing with anonymity.

Those mentors who assist must be supportive and open to all questions. Researchers also recommend that new teachers be allowed adequate time to plan and organize instruction, have opportunities to observe the teaching of more experienced colleagues, and have time to meet with other beginning teachers. The appropriate use of mentor teachers as guides and facilitators without any evaluative role is also an effective induction strategy.

University teacher educators can assist by offering workshops on current teaching techniques, by working with school professionals about new teacher needs, and by serving as university faculty mentors for new teachers. It is also helpful when university faculty are released from teaching regular courses, so that they can work in the classrooms of new teachers in a supportive capacity similar to that of an agricultural extension agent. In turn, university faculty learn about the effectiveness of preservice programs through observing the effectiveness of novice teachers.

### *Initial Actions*

The actions needed require the mutual efforts of those in state government, in the universities, in schools, and in the community to focus on accomplishing the following:

***Beginning Teacher Support And Assessment.*** Develop support systems within the school districts for all beginning teachers which include the following elements: carefully selected initial assignments; opportunities for decision making coupled with autonomy; regular, clear feedback from mentors with specific suggestions but without any evaluative component; regular feedback from administrators; opportunities for observations of and discussion with experienced colleagues; and clearly stated and communicated schoolwide rules for student behavior.

***Collaboration.*** Develop relationships between universities and school districts to support induction programs and provide continued feedback to teacher educators about the needs of beginning teachers.

*Goal III developed by June Lemke, University of Redlands.*

# IV.
# INCREASING THE CAPACITY FOR CONTINUING PROFESSIONAL DEVELOPMENT

### *Goal*

*Schools, professional organizations, colleges and universities, and the community will develop a system of professional growth to enhance the leadership qualities of teachers. The system will also encourage them to deliver high quality instruction and educational services.*

### *Issues*

If teachers are to continue to provide pupil learning and development opportunities, they also need *continuing professional development* opportunities. In an effective continuing professional development system, teachers learn the following.

1. How to categorize research findings;
2. How to integrate research findings with experience in school improvement efforts; and
3. How to generate systems for organizations to renew themselves.

Prior attempts to enliven the system were often abandoned before they could prosper, because inservice efforts were perceived by teachers as remedial and temporary measures. When professional efforts are continual, teachers participate more actively in identifying their own needs and the issues related to context and content. This participatory role for teachers prompts a cooperative planning effort among institutions and is more effective in generating self-renewal among school professionals.

The first issue—the categorizing of research findings—has clearly been the province of the university. Increasingly, universities and schools are working together to evaluate the research on curriculum content that defines how students learn. They also are developing an emerging knowledge base into models of learning that can be applied to the schools. More specifically, teacher educators and K-12 teachers

are merging their intellectual and experiential resources to collaborate as active researchers in the educational community. This invigorating reciprocity of skills and perspectives enriches the research product and bolsters classroom innovation within a theoretical base.

The second issue—how to integrate such research with experience in school improvement efforts—requires procedures for mobilizing the energy and support required to create common understandings, collective action, and cooperative problem solving. Faculty, teachers, and administrators need to collaborate in making decisions. This new cooperative format is being called the *academy of adult learners.*

The third issue—generating self-renewing systems—raises a strategic question that requires the support of the citizens and elected officials. Teachers must have access to professional development and must pursue lifelong learning. The framework of SB 1822 passed in 1987, calls for a three dimensional professional system.

- Funds provided for individual school investment in staff development to help teachers improve their curricular knowledge and their subject specific pedagogical expertise.
- Funds allocated for regional resource agencies and consortia to help schools reflect on the change process and link teachers with curriculum based teacher leaders and others to facilitate school based change.
- Funds allocated to the California Subject Matter Projects (CSMP) system to network college and university based projects in discipline areas to assist teachers in accessing current thinking about curriculum and instructional practices.

These mechanisms for continuing professional development in California remain in place although their implementation is often eroded or stymied by decreases in time, funding, and personnel.

- **Time demands** are an issue. The instructional day and year are undermined by ever expanding curriculum demands and by societal problems that must receive attention. The result has been a reluctance to sanction release time for professional development at just the point when professional development is crucial.
- **Funding** for California school districts and universities has been severely restricted in recent years, and there is little sign of change in the next few years. In such an environment, it is necessary

to develop a collaborative system that meets individual, institutional, and societal needs.

- **Personnel reductions** have been significant during the last decade. District and school site curriculum and instructional personnel have been cut, and university professional development offerings have decreased. Special problems have arisen, such as the determination that district curriculum and instructional personnel are counted as administrators in the statutory limitations prescribed by the State. Staffing is often pitted against cuts in support personnel.

These severe challenges to the teachers' quest for full professionalism also can prompt K-12 and university educators to collaborate toward a more developmental and continuous form of professional development. The recent Intersegmental Coordinating Council Report (1993) points out the need for an up-to-date professional development policy.

> First, rather than conceptualizing inservice as activities designed to remediate teachers, professional development is providing teachers with the definition, organization and conduct of developmental activities as part of lifelong learning. Second, individual teacher change does not occur in isolation, but rather occurs within a context and school culture which needs to be taken into account in a conceptualizing professional development. (p. 49)

This new form of professional development requires a spirit of mutuality between K-12 and teacher educators. Schools can become fertile soil for the renewal of both types of educators as they strive to apply the blossoming research base to the expanding demands of teaching in increasingly complex settings. Also, teacher educators can participate as learners who strive to inject doses of school realities into their own roles as teachers and curriculum developers. Both can occur in professional development schools.

### *Initial Actions*

The actions needed require the mutual efforts of those in state government, in the universities, in schools, and in the community to focus on accomplishing the following:

***Collaborative Planning about Continuing Professional Development.*** Bring together representatives of school districts, county offices, universities, state government agencies, and public representatives to focus on pupil, school, and society needs that could be better met if educators were empowered to make needed changes.

***Develop Continuing Professional Development System.*** Develop a Continuing Development System that meets individual school needs, draws upon regional and state resources, and is up-to-date in didactic and pedagogical content.

***Fiscal.*** Design a plan to effectively utilize limited funds by coordinating available expertise in schools, universities, communities, and the private sector.

*Goal IV developed by Ruben Ingram, Fountain Valley School District.*

# V.
# EXPANDING AND EMPLOYING THE RESEARCH BASE AND ACHIEVING ACCOUNTABILITY

### *Goal*

*Research on educating teachers should be fostered and responsible professionals will ensure that teacher preparation programs and the evaluation of teachers are based on that research.*

### *Issues*

Since the mid 1980s, research on teacher preparation has emphasized the purposes of teacher education, the content and pedagogy of professional programs, the quality of teacher education students, the orientation and preparation of teacher educators, and alternative institutional arrangements for entry into the profession. A solid research base for decision making has emerged.

In the past, most of the educational research assumed teacher education was primarily a process of training candidates to conform to some well established and accepted principles. However, this product-process view of teacher education has been eroding since the mid 1970s. Some of the most fruitful studies utilize both qualitative and quantitative measures. The findings of two recent California studies are examples of studies that have been useful to policymakers in making decisions about beginning teachers and about preparing teachers to work with children whose native language is not English.

***Beginning Teacher Support and Assessment Program.*** Between 1988 and 1992, the California New Teacher Project (CNTP) piloted alternative methods of supporting and assessing beginning teachers. Thirty-seven local and regional projects involved over 3,000 teachers in urban, suburban, and rural projects. School and university personnel were involved. First and second year teachers received training and assistance appropriate to their needs. Innovative assessments assisted the new teachers as well as the researchers in understanding the

research and evaluation findings. Because of the positive results, SB 1422 was passed in 1992 to support the Beginning Teacher Support and Assessment Program for California.

***Preparing Teachers to Teach English Language Learners (Bilingual Teacher Training Program).*** The Bilingual Teacher Training Program (BTTP) estimated that 325,000 students in 1980 were learning English as their second language. Today that number has grown to over one million. In the BTTP projects, teachers took courses in teaching methodologies, language, and culture to assist them in preparing for the Language Development Specialist Certificate and the Bilingual Certificate of Competence. These certificates are now being replaced by the (Bilingual) Crosscultural Language and Academic Development (CLAD/BCLAD) examinations. Many of the university programs are revamping their curricula to prepare beginning teachers for the CLAD/BCLAD credentials.

Recent educational literature is replete with questions about the nature of pedagogical knowledge and the contexts in which this knowledge is learned and practiced. In large measure this change has occurred because teachers must be able to educate a more diverse set of students for a society that has increasing demands for new expertise and ability to learn.

The relationship of research to teacher preparation has been dominated by quality control issues. The reform movement of the last decade has called for increased accountability. Some of the accountability focuses on enhancing the preparedness of entering teachers. Accreditation is another method that assures accountability. All states require teachers to meet minimum standards. In many states, meeting professional standards developed by the National Council for the Accreditation of Teacher Education (NCATE) is voluntary; however, 500 of the 1200 teacher preparation programs in the United States are NCATE approved. SB 148 set in motion a process in California by which the Accreditation Framework (CTC, 1993) will make it possible to combine state and national accreditation. Although college and university teacher preparation programs are regularly evaluated, not all alternative programs have to be reviewed. This needs to be addressed as the new accreditation framework is implemented.

Experienced teachers will soon be able to receive professional recognition by demonstrating exemplary practice. An example, the

Experienced teachers will soon be able to receive professional recognition by demonstrating exemplary practice. An example, the National Board for Professional Teaching Standards is now beginning to provide assessment of professional expertise through multiple measures, including teacher portfolios.

### *Initial Actions*

The required actions need the mutual efforts of those in state government, the universities, the schools, and the community to focus on accomplishing the following:

***Program Development.*** Drawing upon the example of the Beginning Teacher Support and Assessment Project, other key teacher education areas need to have refined research projects. For example, what are the most effective ways to prepare monolingual teachers to work with students whose native language is not English?

***Student Accountability.*** The redesign of the multiple and single subject credentials need to reflect the more up-to-date and useful accountability processes.

***State Accreditation System.*** The proposed state accreditation framework needs to be finalized and put in place.

***Goal V*** *developed by Carol Barnes, California State University, Fullerton.*